

Message Text

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PAGE 01 BRUSSE 01273 01 OF 03 202340Z
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FM AMEMBASSY BRUSSELS
TO SECSTATE WASHDC 4413
INFO ALL EC CAPITALS
USMISSION GENEVA

C O N F I D E N T I A L SECTION 01 OF 03 BRUSSELS 01273

USEEC

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E.O. 11652: GDS
TAGS: UNCTAD, ETRD, EEC
SUBJECT: DEP. ASS'T. SECRETARY BOSWORTH DISCUSSIONS OF
COMMON FUND AND OTHER NORTH/SOUTH QUESTIONS

REF: (A) BRUSSELS 892, (B) BRUSSELS 911, (C) STATE 4409

1. SUMMARY: COMMISSION OFFICIALS DURING CONVERSATIONS
WITH DEP. ASS'T. SEC'Y. BOSWORTH INDICATE THAT THEY
BELIEVE ANOTHER ROUND OF NEGOTIATIONS ON THE COMMON FUND
SHOULD NOT TAKE PLACE UNLESS THE GROUP OF 77 ARE PRE-
PARED TO EXAMINE SERIOUSLY THE GROUP-B PROPOSAL. THEY
BELIEVE SOME IMPROVEMENTS OF THIS PROPOSAL WILL BE
NECESSARY, BUT THEIR SUGGESTED "SWEETENERS" DO NOT GO
FAR BEYOND US VIEWS. THEY FURTHER BELIEVE THAT THE UNCTAD
SECRETARIAT AND MODERATE LDC'S ARE NOW MORE REALISTIC AS
TO WHAT CAN BE ACHIEVED AND WILL NOT RISK ANOTHER
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CONFIDENTIAL

PAGE 02 BRUSSE 01273 01 OF 03 202340Z

FAILURE. SOME PROGRESS SHOULD ALSO BE MADE ON COMMODITY
AGREEMENTS, NOTABLY NATURAL RUBBER. THESE OFFICIALS
HOPE THE US WILL AGREE TO INITIATION OF RUBBER NEGOTIA-
TIONS. THEY ALSO BELIEVE IT IS ESSENTIAL THAT A
REALISTIC LDC DEBT RELIEF PAPER BE PROPOSED, AND HOPE
FOR A FAVORABLE US DECISION ON TABLING THE CIEC US-EC
PROPOSAL. END SUMMARY.

2. DURING HIS VISIT TO BRUSSELS, JANUARY 17-18, DEPUTY ASSISTANT SECRETARY BOSWORTH HAD TWO-HOUR MEETING WITH DEPUTY DIRECTOR GENERALS CASPARI AND DURIEUX REGARDING THE COMMON FUND, INTERNATIONAL COMMODITY AGREEMENTS (ICA'S), AND OTHER NORTH/SOUTH ISSUES. WITH AMBASSADOR HE ALSO BRIEFED DANISH AMBASSADOR RIBERHOLDT AND DANISH STATE SECRETARY ERSBOLL ON THE US TACTICAL APPROACH TO COMMON FUND MATTERS. A GENERAL REVIEW OF US AND EC POSITIONS ON COMMON FUND AND SOME ICA'S WITH SEVERAL SENIOR COMMISSION OFFICIALS, INCLUDING DIRECTOR GENERAL FOR EXTERNAL AFFAIRS ROY DENMAN, AND HIS DEPUTY JOSEPHUS LOEFF, DIRECTOR GENERAL FOR ENERGY WILLIAMS, CASPARI AND DURIEUX, AND JEAN PIERRE LENG OF THE EC DELEGATION WASHINGTON TOOK PLACE DURING LUNCH GIVEN BY THE AMBASSADOR WHICH WAS ATTENDED BY ASSISTANT SECRETARY OF COMMERCE WEIL. MR. BOSWORTH ALSO BRIEFLY DISCUSSED HIS RECENT VISIT TO SAUDI ARABIA AND THE STATUS OF THE ADMINISTRATION'S ENERGY PROGRAM.

3. COMMON FUND: BOSWORTH BEGAN THE MEETING WITH CASPARI AND DURIEUX BY STATING THAT AFTER SERIOUS INTERNAL RE-EXAMINATION AND EXTERNAL DISCUSSIONS OF THE COMMON FUND ISSUE, THE US NOW HAS CONCLUDED THAT, EXCEPT FOR A FEW MINOR MODIFICATIONS, THE GROUP-B PROPOSAL AT THE CONFIDENTIAL

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PAGE 03 BRUSSE 01273 01 OF 03 202340Z

LAST ROUND OF NEGOTIATIONS IN GENEVA GENERALLY REPRESENTS THE OUTER LIMITS OF US FLEXIBILITY. THE US FEELS THAT THE DEVELOPED STATES SHOULD NOT TAKE THE INITIATIVE TO RESUME NEGOTIATIONS. THE GROUP-B PROPOSAL, WAS MADE IN GOOD FAITH, CARRYING OUT OUR CIEC COMMITMENT, BUT WAS NOT EVEN DISCUSSED BY THE G-77 WHO TOOK THE INITIATIVE TO BREAK OFF DISCUSSIONS AND WHOSE RADICALS WENT TO NEW YORK WITH A CONDEMNATORY RESOLUTION. THE GROUP-B COUNTRIES SHOULD NOW WAIT UNTIL THEY ARE APPROACHED BY THE UNCTAD SECRETARIAT OR LDC'S, AND ON SUCH OCCASIONS (WHICH CAN BE EITHER ON A BILATERAL OR MULTILATERAL BASIS) DETERMINE WHETHER THE GROUP-B POSITION IS NOW NEGOTIABLE WITH THE G-77. BOSWORTH EMPHASIZED THAT IN THE US VIEW IT WOULD BE TOTALLY UNPRODUCTIVE TO HOLD A THIRD ROUND OF COMMON FUND NEGOTIATIONS IF THE G-77 REFUSE TO MOVE FROM THEIR POSITION.

4. BOSWORTH ALSO STATED THAT THE US FELT THE GROUP-B COUNTRIES SHOULD NOT "PAY A PRICE" FOR THE RESUMPTION OF NEGOTIATIONS. HOWEVER, IF THE G-77 AGREE TO SHOW A SERIOUS INTEREST IN THE GROUP-B PROPOSAL, GROUP-B COULD

AGREE TO CERTAIN CONCESSIONS IN ORDER TO MOVE NEGOTIATIONS TOWARD A FINAL ACCEPTABLE CF AGREEMENT.
"SWEETENERS" COULD INCLUDE: (A) A REDUCTION IN THE PERCENTAGE OF EACH ICA'S MAXIMUM FINANCIAL REQUIREMENTS WHICH HAVE TO BE DEPOSITED WITH THE COMMON FUND; (B) A CHANGE OF THE PROPOSED STRUCTURE OF THE POOLING MECHANISM TO PERMIT ICA MEMBERS TO CHANNEL FUNDS DIRECTLY TO THE COMMON FUND; AND (C) THE POSSIBILITY OF OPENING A SECOND WINDOW TO FINANCE "OTHER MEASURES", BUT BASED ONLY ON VOLUNTARY CONTRIBUTIONS (TO WHICH THE US WOULD NOT RPT NOT CONTRIBUTE) AND COUPLED WITH A STATEMENT THAT THERE ARE OTHER WAYS (E.G., IBRD) OF FINANCING OTHER MEASURES

CONFIDENTIAL

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PAGE 01 BRUSSE 01273 02 OF 03 202342Z
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FM AMEMBASSY BRUSSELS
TO SECSTATE WASHDC 4414
INFO ALL EC CAPITALS
USMISSION GENEVA

C O N F I D E N T I A L SECTION 02 OF 03 BRUSSELS 01273

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IN ORDER TO PROVIDE SOME POLITICAL PROTECTION FROM FUTURE PRESSURE BY THE G-77 FOR MANDATORY CONTRIBUTIONS TO THE SECOND WINDOW.

5. CASPARI THEN REVIEWED THE COMMISSION'S ASSESSMENT OF THE NORTH/SOUTH DIALOGUE. THE CIEC DID NOT LEAD TO A NEW PERIOD OF CONFRONTATION AS MANY STATES HAD FEARED; THE G-77 WERE MADE MORE AWARE OF THE COMPLEXITIES OF THE ISSUES AND OF WHAT THEY CAN REALISTICALLY EXPECT FROM THE DEVELOPED COUNTRIES. THE G-77 IS NOW ALSO MORE AWARE OF ITS INTERNAL DIFFERENCES BETWEEN THE "REALISTIC" LDC'S WHO HAVE MUCH TO GAIN FROM ACCOMMODATION AND THE "HARDLINERS"; MANY G-77 COUNTRIES BLAME THEIR RADICALS

MORE THAN GROUP-B FOR THE SUSPENSION OF COMMON FUND NEGOTIATIONS; THE CLIMATE IS PROBABLY MORE FAVORABLE NOW THAN IT HAS BEEN IN THE PAST OR WILL BE LATER TO MAKE SOME PROGRESS ON NORTH/SOUTH ISSUES. SINCE LITTLE PROGRESS APPEARS POSSIBLE ON DEBT RELIEF, ON INCREASING OVERALL DEVELOPMENT ASSISTANCE, OR ON "INDEXATION" OF
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PAGE 02 BRUSSE 01273 02 OF 03 202342Z

COMMODITY EXPORTS (WHICH THE G-77 APPEARS TO HAVE DROPPED IN ANY EVENT), IT APPEARS THAT PROGRESS WOULD BE LARGELY RESTRICTED TO THE AREA OF COMMODITIES AND THE COMMON FUND. UNCTAD SECRETARY GENERAL COREA AND REALISTIC G-77 COUNTRIES REALIZE THEY CANNOT RISK FAILURE BY PUSHING FOR A NEW CF NEGOTIATING SESSION ON THE PRESENT DISPARATE POSITIONS. COREA SHOULD BE ABLE TO DETERMINE IF CONDITIONS ARE SUITABLE FOR SERIOUS G-77 CONSIDERATION OF THE GROUP-B PROPOSAL.

6. CASPARI SAID HE FELT THAT IF AGREEMENT ON A COMMON FUND IS NOT REACHED IN 1978, THE ISSUE WOULD BE PUSHED OFF INTO THE POLITICALLY-CHARGED ATMOSPHERE OF THE 1979 UNCTAD MEETING OR THE SPECIAL 1980 UNGA SESSION ON NORTH/SOUTH ISSUES WHERE AGREEMENT WOULD BE EVEN MORE DIFFICULT AND THE POSSIBILITIES OF CONFRONTATION INCREASED. BOSWORTH SAID THAT WE SHOULD NOT FEEL COMPELLED TO AGREE TO AN UNACCEPTABLE COMMON FUND BECAUSE OF TIME CONSTRAINTS. HOPEFULLY, EVEN IF A COMMON FUND IS NOT POSSIBLE, WITH TIME, IT MAY BE POSSIBLE TO CONCLUDE ONE OR MORE ICA'S WHICH MIGHT DEFUSE THE POLITICAL PRESSURE. HE NOTED THAT THE DC'S ARE ALREADY GETTING POLITICAL CREDIT FOR CONCLUSION OF THE SUGAR AGREEMENT AND FELT THIS WOULD BE ENHANCED IF THE EC COULD IN TIME ALSO ADHERE. THE WILLINGNESS OF THE IMF TO ADVANCE FUNDS TO FINANCE SUGAR BUFFER STOCKS IS ALSO A POSITIVE DEVELOPMENT.

7. DURIEUX FELT THAT IN ORDER TO HAVE G-77 COUNTRIES AGREE TO NEGOTIATE ON THE BASIS OF THE GROUP-B PROPOSAL, THEY WILL NEED SOME IDEA IN ADVANCE OF THE SUBSTANCE OF A FINAL AGREEMENT. HE REFERRED TO THE CONCESSIONS THE COMMISSION IS CONSIDERING AS REPORTED REF. A AND STRESSED
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PAGE 03 BRUSSE 01273 02 OF 03 202342Z

THE NEED FOR FORWARD MOVEMENT ON ICA'S. BOSWORTH FELT THAT THE SUGGESTED EC "SWEETENERS" WERE GENERALLY IN LINE WITH US VIEWS EXCEPT POSSIBLY FOR THE "SECOND WINDOW"

WHERE THE US FELT LIMITS SHOULD BE PLACED ON THE TYPES OF ACTIVITIES TO BE UNDERTAKEN.

8. COMMODITY AGREEMENTS: REGARDING PROGRESS ON ICA'S, CASPARI SAID THAT THE EC IS READY TO AGREE TO NEGOTIATIONS OF A NATURAL RUBBER AGREEMENT WHICH HE FELT IS IMPORTANT TO SUPPORT THE ASEAN GROUP OF COUNTRIES WHICH HAVE EXERTED A MODERATING INFLUENCE IN THE G-77. HE URGED THAT THE US ALSO AGREE TO CONVENING A NEGOTIATING CONFERENCE ON RUBBER AT THE THIRD PREPARATORY MEETING SCHEDULED FOR THE END OF FEBRUARY AND HOPED THE US COULD SO INFORM THE COMMISSION IN THE NEAR FUTURE.

9. BOSWORTH NOTED THAT THE US IS OPPOSED TO INCLUDING EXPORT MANAGEMENT MEASURES IN A POSSIBLE RUBBER ICA AND ALSO HAS RESERVATIONS REGARDING THE SIZE AND TYPE OF RUBBER BUFFER STOCKS AS WELL AS SUPPORT PRICES THAT HAVE BEEN SUGGESTED. HE PROMISED TO INFORM THE COMMISSION AS SOON AS POSSIBLE OF THE US DECISION.

10. REGARDING A POSSIBLE COPPER ICA, BOTH BOSWORTH AND CASPARI FELT THAT IT IS TOO EARLY FOR A COMMITMENT TO NEGOTIATE A COPPER ICA WITH BUFFER STOCKS, WHICH WOULD BE VERY COSTLY. THEY AGREED THAT THE LDC PRODUCERS WILL PROBABLY PRESS AT THE THIRD PREPARATORY MEETING ON COPPER FOR SUCH A COMMITMENT, HOWEVER. THE EC WAS LEANING TOWARD ENCOURAGING EXPORT MANAGEMENT BY COPPER PRODUCERS TO PROTECT THE FLOOR PRICE. BOSWORTH NOTED THAT THE US HAS RESERVATIONS ON EXPORT CONTROLS WHICH INEVITABLY RESULT IN PRODUCTION LIMITATIONS WHICH ARE HARD TO REVERSE IN THE EVENT THAT DEMAND INCREASES AS HAS BEEN DEMONSTRATED IN THE CASE OF TIN.

CONFIDENTIAL

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PAGE 04 BRUSSE 01273 02 OF 03 202342Z

11. CASPARI NOTED THAT THE COMMISSION IS ALSO CONSIDERING A POSSIBLE ICA FOR JUTE WHICH WOULD INCLUDE CENTRALLY COORDINATED NATIONAL BUFFER STOCKS AND SUPPORTING MEASURES TO STABILIZE PRICES. BOSWORTH SAID THAT THE IMF COULD

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PAGE 01 BRUSSE 01273 03 OF 03 242104Z

ACTION EUR-12

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EB-08 EA-10 FRB-03 INR-07 NEA-10 NSAE-00 USIA-06

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USMISSION GENEVA

C O N F I D E N T I A L SECTION 03 OF 03 BRUSSELS 01273

C O R R E C T E D C O P Y FOR OMISSION 2ND LINE IN PARA
THIRTEEN

HELP FINANCE BUFFER STOCKS FOR JUTE, WHILE IBRD COULD
HELP IN PRODUCT DIVERSIFICATION.

12. DURIEUX SAID THAT AN ICA ON TEA WAS ALSO A POSSIBIL-
ITY, BUT BOSWORTH NOTED THAT NEW PRODUCERS OPPOSE AN ICA
WHICH WOULD LIMIT THEIR ABILITY TO EXPAND PRODUCTION.

13. DEBT RELIEF FOR LDC'S: CASPARI URGED THAT THE US
AGREE THAT THE US/EC PAPER ON LDC DEBT RELIEF BE TABLED
AS A FIRM TAKE-IT-OR-LEAVE-IT OFFER AT THE UNCTAD TDB
IN MARCH. HE AGREED THAT THERE IS NO EVIDENCE THAT THE
G-77 COUNTRIES WHO ARE MOST ACTIVE IN PUSHING FOR DEBT
RELIEF ARE WILLING TO LOOK SERIOUSLY AT ANY PROPOSAL
EXCEPT THEIR OWN, WHICH IS THE ONLY ONE NOW OFFICIALLY
SUBMITTED. NEVERTHELESS, EVEN IN THE LIKELY EVENT THAT
AGREEMENT ON DEBT RELIEF IS NOT POSSIBLE, THE EC BELIEVES
IT IS ESSENTIAL THAT THE GROUP-B DEMONSTRATE THAT IT DID
ITS BEST BY TABLING A VALID PROPOSAL. WHILE THE EC
CONFIDENTIAL

CONFIDENTIAL

PAGE 02 BRUSSE 01273 03 OF 03 242104Z

WOULD MUCH PREFER TO SUBMIT THE US/EC PROPOSAL JOINTLY
WITH THE US, IT PROBABLY WILL DECIDE TO DO SO ON ITS
OWN, IF NECESSARY. HE HOPED THE US COULD INFORM THE
COMMISSION OF ITS DECISION BY THE END OF JANUARY IN ORDER
TO PERMIT THE COMMISSION TO SUBMIT ITS RECOMMENDATION
IN TIME FOR THE NECESSARY APPROVAL BY THE FEBRUARY 7
EC COUNCIL OF FOREIGN MINISTERS. (SUBSEQUENTLY, CASPARI
CAUTIONED THAT A DEBT PROPOSAL SUBMITTED BY THE EC MIGHT
BE BASED ON THE EC COUNCIL MANDATE OF APRIL 1977 WHICH
WAS MORE FORTHCOMING THAN THE US/EC PAPER.)

14. BOSWORTH SAID HE WOULD TRY TO GET A RESPONSE TO THE COMMISSION NEXT WEEK, BUT NOTED THAT THE ISSUE IS STILL UNDER INTENSIVE INTER-AGENCY CONSIDERATION IN WASHINGTON.

15. COMMENT: THE CONVERSATION WITH EC COMMISSIONER CHEYSSON REPORTED REF. B, AND THE BOSWORTH DISCUSSIONS WITH COMMISSION OFFICIALS INDICATED THAT, AFTER SOME UNCERTAINTY, THE RECOMMENDATIONS WHICH THE COMMISSION NOW INTENDS TO MAKE TO THE MEMBER STATES IN REGARD TO BOTH THE SUBSTANCE OF A COMMON FUND POSITION AND THE TACTICS TO BE FOLLOWED ARE CLOSER THAN BEFORE TO US VIEWS. THE COMMISSION MAY BE SOMEWHAT MORE WILLING THAN THE US TO TAKE THE INITIATIVE TO APPROACH THE MODERATE G-77 STATES AND TO INDICATE THE NATURE OF POSSIBLE GROUP-B CONCESSIONS. THERE SEEMS LITTLE DISAGREEMENT, HOWEVER, ON THE BASIC TACTIC THAT NEGOTIATIONS ON THE COMMON FUND SHOULD NOT RESUME UNLESS THERE ARE DEFINITE INDICATIONS THAT THE G-77 ARE PREPARED TO GIVE SERIOUS CONSIDERATION TO THE GROUP-B PROPOSAL AS A BASIS FOR THE ESTABLISHMENT OF SUCH A FUND.

CONFIDENTIAL

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PAGE 03 BRUSSE 01273 03 OF 03 242104Z

16. WE BELIEVE THAT THE VISIT BY DEPUTY ASS'T. SECRETARY BOSWORTH HAS BEEN EXTREMELY HELPFUL IN ENCOURAGING HIGH COMMISSION OFFICIALS TO ADHERE TO THIS POSITION AS THEY FORMULATE THEIR RECOMMENDATIONS FOR A COMMON COMMUNITY POLICY AND IN PROVIDING ADDITIONAL VIEWS TO STRENGTHEN THEIR ARGUMENTATION. WE BELIEVE THE CHANCES OF KEEPING THE COMMISSION ON THE COMMON FUND BANDWAGON WILL BE ENHANCED IF WE CAN RESPOND FAVORABLY TO THE EC REQUESTS THAT WE JOIN IT IN TABLING OUR JOINT DEBT RELIEF PAPER AND AGREE TO INITIATION OF RUBBER NEGOTIATIONS.

17. ACTION REQUESTED: THE MISSION WOULD APPRECIATE BEING INFORMED AS SOON AS POSSIBLE WITH REGARD TO: (A) THE US POSITION ON THE INITIATION OF NEGOTIATIONS OF A NATURAL RUBBER AGREEMENT (PARA 8 ABOVE); AND (B) THE US DECISION IN REGARD TO SUBMITTAL OF THE JOINT US/EC PAPER ON LDC DEBT RELIEF (PARA 13 ABOVE).

18. THE ABOVE WAS DRAFTED AFTER THE DEPARTURE OF MR. BOSWORTH. HINTON

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Message Attributes

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